GROWTH MODEL PILOT PROJECT PROPOSAL

SUBMITTED TO
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ASSISTANT SECRETARY OF EDUCATION
UNITED STATES DEPARTMENT OF EDUCATION
CONREPORT@ED.GOV

FEBRUARY 17, 2006

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February 17, 2006

SENT VIA EMAIL TO: conreport.ed.gov

Dr. Henry Johnson
Assistant Secretary of Elementary and Secondary Education
U.S. Department of Education
400 Maryland Avenue SW
Washington, DC 20202-0001

Dear Assistant Secretary Johnson:

It is my pleasure to submit to you Oregon's application for the Growth Model Pilot Project. As a part of Secretary Spelling's equation, *Raising Achievement: A New Path for No Child Left Behind*, Oregon has shown results, Oregon has followed the tenets of NCLB, and Oregon is committed to implementing this long-sought flexibility with the greatest level of integrity and enthusiasm.

This proposal was developed by the Oregon Department of Education with close collaboration of education stakeholders, professional associations, higher education faculty, community members, and with nationally respected technical consultants. With resounding support from these colleagues, I am confident that you will find Oregon is ready and eager to adopt this "common sense" approach to enhancing school and district accountability under the *No Child Left Behind Act*.

As you are aware, I have personally demonstrated my commitment to implementing NCLB as a powerful policy tool to close our nation's achievement gap. At this historic moment, know that Oregon, our educational community, and our citizens stand united towards an accountability system that is both fair and valid. Oregon will assist our nation's educational leaders in crafting a sound, valid, and reliable accountability system that rigorously measures student learning. We are ready.

Oregon has developed the nation's flagship web-based assessment system, the Technology Enhanced Assessment System (TESA). Oregon has a long history of having a vertically-scaled standard and assessment system. Oregon has a secure student identification system. Oregon has a school and district accountability system in grades 3-8, and high school, and can report disaggregated data by subgroups for two years. We are now prepared to pilot the use of a growth model in our accountability system.

Please contact me if I can provide you with any further information to expedite the review process. We are eager to work closely with you and your colleagues on this historic initiative.

Sincerely,

Susan Castillo
Superintendent of Public Instruction

IA. Oregon Capacity and Readiness to Pilot a Growth Model

Oregon is ready and able to implement a growth model as a significant feature of its accountability system, starting with the 2005-2006 reporting cycle under the *No Child Left Behind Act.* The state believes that the use of a growth model is the best way to demonstrate school improvement over time and will result in a more valid and fair approach to assess individual student learning and to identify schools and districts in need of improvement.

The following curriculum and assessment features serve as a foundation for a growth model:

1. State Board adopted Common Curriculum Goals and Academic Content Standards at each grade level, Kindergarten through Grade 8 and High school in English/Language Arts and Mathematics. These standards are updated regularly and have been reviewed by the US Department of Education, and a variety of external organizations;
2. Vertically-scaled performance standards and assessments aligned to the academic content standards;
3. Secure student identification system;
4. Web-based student-level data collection system that includes both achievement and student demographic information on each student;
5. School and district accountability system in grades 3-8, and high school, and can report disaggregated data by subgroups for two years;
6. Web-based Technology Enhanced Student Assessment System (TESA).

B. Policy Foundation

The Oregon Department of Education has a long history in the development and implementation of innovative assessment methods to inform instruction and measure learning outcomes. ODE first developed and implemented criterion referenced testing for Oregon schools in 1975. Performance assessment of student writing began in 1978. Using NAEP assessment strategies as a model, sampling of student performance using criterion referenced testing continued throughout the 1980s; and the first statewide assessment of all students was conducted in 1991. The state assessment system was among the first to be approved by the United States Education Department under the ***Improving America's Schools Act***. Following passage of HB2991 by the Oregon Legislature in 1995, the department revised the academic content standards and aligned the state assessments along a vertical Rasch Unit (RIT) scale and established performance indicators for grades 3, 5, 8 and 10. In 1997, Oregon moved to the forefront of educational web-based data collection, database and reporting when it implemented the Database Initiative (DBI). Following passage of the ***No Child Left Behind Act***, the department developed and implemented new assessments for grades 4, 7 and 8.

In 1999, the department also developed and implemented School and District Performance Reports at the state, district and individual school level that established a public

reporting expectation and an accountability system based upon student achievement of the state's academic content standards. As a result of this history, the use of a common vertical scale across elementary, middle and high school levels using criterion referenced testing tied directly to statewide academic content standards represents a method of operation that is fully integrated into Oregon classrooms and teacher preparation programs. When State Superintendent Susan Castillo took office in 2002, she identified closing the achievement gap and accountability for results as her highest priorities for the agency.

Beginning in 2001, the Department has made fully operational a unique student identifier system. Every student in the system is assigned a number that allows us to monitor student progress grades 3 through 8 and high school in any school in the state. This new technology creates the opportunity to add growth of individual students toward the state's academic content standards to the array of measures already in use in the state. The existing individual School and District Performance Report uses an index system that utilizes 4 years of data at the aggregated school level as one measure of quality in the accountability system. While helpful, this does not give us the richness of disaggregated data based upon each individual student that the use of the unique student identifier in conjunction with the growth model will afford. Therefore, this proposal will build upon the established framework and adds a vitally important dimension to Oregon's accountability system.

We consider our growth model a more valid measure because it examines each student's performance based upon their prior performance, while targeting all students' achievement of the state's academic content standards by 2014. The growth model improves upon the limited snapshots of school performance currently provided by school and district averages where one group of students in one grade level's achievement is averaged. Measures of growth of student learning over time, whether it be for students who are in need of closing the achievement gap or students who are already meeting all performance indicators, will add richer detail to the school information currently available. ODE will measure the growth of the same students over time to determine if the school and district are successfully accelerating the learning of all students toward the 2014 goal. This growth information will assist in school and district improvement planning and diagnosis of the strengths and weaknesses of instructional programs. It will also add to individual student information already reported to parents and will indicate (a) whether the student's growth over time is on a trajectory to meet or exceed state standards, and (b) if the growth is at an expected level. In our conversations with stakeholder groups, including school, district and parent organizations, and information on individual student growth has been consistently and strongly recommended. Schools and parents want and need this specific information on students.

We will add a measure of growth to the current accountability system in a manner that maintains an incentive for schools to continue to improve. We will accomplish this by maintaining the existing AYP expectations that two consecutive years of progress are required for any change of improvement status. We will require two consecutive years of meeting growth targets before a school's status is changed. We will also use the growth model to supplement the School and District Performance Reports to provide more

disaggregated data on all sub-populations. As a result, we will have four major sources of information in our accountability system: 1) the current state School and District Performance Report rating system, 2) AYP status, 3) AYP Safe Harbor and 4) AYP Growth. With this array, we are confident that we will correctly identify schools and districts in need of improvement as well as schools and districts that are showing appropriate levels of student growth.

C. Alignment with "A New Path for *No Child Left Behind*"

The Oregon Department of Education has rigorously implemented the provisions of the No Child Left Behind Act and complies with the guidelines of Secretary Spellings in the April, 2005, letter outlining the *New Path for No Child Left Behind.*

Ensuring Students are Learning

In 1991, Oregon's *Educational Act for the 21st Century* (HB 3565) made education more rigorous and relevant for students. In 1995, HB 2991 refined the 21st Century legislation by directing the state to test revised academic content standards and to establish specific performance standards at the elementary, middle and high school level. As a result, academic content standards were developed that identify what students are expected to know and be able to do in the content areas. Performance Standard Benchmarks, which serve as checkpoints at grades 3, 5, 8 and 10 regarding student progress toward achievement standards, were also determined. These standards have been periodically reviewed and upgraded by the Oregon Department of Education and the State Board of Education since that time.

Passage of the No Child Left Behind Act led to the development of Oregon's Grade-level Foundations (Grades K-2) and Grade-level Standards (Grades 3-8 and HS) in English/language arts and mathematics. Full scale testing of reading and mathematics at all grade levels 3rd grade through 8th grade and high school began in 2005. ODE is committed to increasing *all* students' literacy and mathematics skills, with a special emphasis on reducing achievement gaps, and developing and supporting programs to increase middle and high school students' literacy levels by providing leadership for implementing research based curriculum and instruction and through high quality professional development. The Department has implemented specific initiatives targeted toward these goals, including *the Ready for School Initiative, Closing the Achievement Gap initiative; Leadership Training through the Superintendent's Summer Institute and through the State Action for Education Leadership Project, Family and Community Involvement Initiative and the Middle and High School Improvement Initiative.* The state has implemented the *Oregon Literacy Initiative, Appendix 1,* that includes the establishment of the Oregon Reading First Initiative and the Oregon Reading First Center, a partnership with the University of Oregon.

The Oregon Reading First initiative supports Oregon's educators, including special educators, from grades K-12. Professional development on research-based reading strategies assists schools to achieve the goal of all children reading well by the end of third grade. ODE has engaged in literacy activities to support parents and educators in helping children with disabilities, specifically through Project Pursuit, part of the

Oregon State Improvement Grant (SIG). In addition, Oregon's Response to Intervention (RTI) statewide initiative supports all students in reading and in other content areas so that they may receive: (a) research-based instruction, (b) appropriate screening and progress monitoring for prevention and responsive practices, (c) effective interventions tied to assessment results, and (d) early identification of learning disabilities. All of these initiatives serve students with and without disabilities.

As a result of this focus on increasing academic achievement and closing the achievement gap, significant improvement in student performance has been demonstrated. As the *Reading Assessment Charts, Appendix 2A*, and the *Math Assessment Charts, Appendix 2B* indicate, significant closing of the achievement gap in both reading and mathematics is evident, especially at the elementary level. Among other things, these data indicate that the rate of improvement in both reading and mathematics at the 3rd, 5th and 8th grade levels among Hispanic, African American and Native American students surpasses the average growth of white students indicating that while all students are improving, the gap is being closed for minority students. Tenth grade data has not demonstrated the same level of improvement although 10th grade mathematics scores have shown strong gains.

Making the School System Accountable

The Oregon Performance Report on each school and district in the state contains information on the participation rates of student subgroups in assessment. The state utilizes a variety of assessment methods, including alternative assessments and native language assessments, to help ensure full participation of every student in the state assessment system. All data on all subgroups is reported to every parent in writing on an annual basis. Parents receive information on all state data and federal AYP data in a single report card. All current and historic data are readily available on the Oregon Department of Education web site and can be searched by school and district, subgroup category, subject area and year. ODE has strived to include all students in the assessment system. In 2004-2005, the overall participation rate of students with IEPs was 95.6%. The overall rate of participation for students without IEPs was 97.7%. ODE has provided training for all teachers and administrators regarding the appropriate: (a) choice of assessment; (b) use of accommodations, if necessary; and (c) decision-making process for IEP teams. So that students with severe cognitive disabilities may participate to the largest extent possible, ODE provides two different types of alternate assessments as well as accommodations tables developed by an accommodations panel consisting of researchers and highly qualified district personnel.

Ensuring Information is Accessible and Parental Options are Available

Schools and districts are provided preliminary data on school improvement status no later than the first week of August in each year. Districts are required to notify parents prior to the opening of school of the availability of choice and supplemental services. Additional information on supplemental services is available on the Oregon Department of Education web site. The state's largest district, Portland Public Schools, has received national attention for its extensive utilization of parental choice options for Title I

parents and has had strong parent participation in the program. Title I parents are afforded priority in transfer decisions. Oregon Department of Education aggressively recruits new supplemental service providers as well as monitoring the quality of those providers. All information is readily available on the Oregon Department of Education web site. The department has also provided continuing technical support and federal financial assistance to charter schools in the state. A recent report by the department indicates that the number of charter schools opened in the state has increased from 1 to 78 from 1999 to 2005.

Improving the Quality of Teachers

The Oregon School and District Performance Reports provide information to every parent on the percentage of teachers who meet the Highly Qualified Teacher definition in No Child Left Behind. Our most recent figures indicate that the percentage of Highly Qualified Teachers in the state has risen from 82% to 90% in the past three years in all schools and from 71% to 89% in high poverty schools. At the elementary level, 97% of teachers meet the definition. Oregon has been recognized nationally for rigorous licensing standards that include a degree in the content area of the primary area of licensure and the passage of a rigorous content exam as components of the state licensing system. The Oregon Department of Education has just completed a Title IIA monitoring visit by the United States Department of Education and has been found to be in compliance with the provisions of this section of NCLB. School districts have made significant progress in ensuring that Title I schools assign only teachers that meet the Highly Qualified Teacher definition. The Oregon Department of Education monitors district compliance with the provision that parents of children in Title I schools that are in classes taught by a non-highly qualified teacher are notified in writing. See *HQT Data, Appendix 2C* for data details.

D. Meeting the Core Elements for a Growth Model

As previously mentioned, Oregon's history with state-wide assessments and web-based data collection and reporting is long and comprehensive.

Assessments

In 1996, Oregon set standards for student learning, giving teachers and students a common goal. The Oregon Statewide Assessment System was created to measure student progress toward these standards. The results allow teachers, administrators, parents, students, policy makers and the public to compare student performance within a school, within a district, across the state and over time. Together, the standards and assessments form a framework within which schools and districts continuously improve teaching and learning.

The state conducts assessments in reading, writing, mathematics, science and social sciences. Since 1997, *Education Week*, a national education newspaper, has conducted an annual, comprehensive review of public education in all 50 states and awarded Oregon high marks for its standards and assessment system each year.

The content standards define what students are expected to know and be able to do. They spell out these expectations at grades 3, 4, 5, 6, 7, 8 and high school level for mathematics and language arts and grade level benchmarks at grades 3, 5, 8 and high school. However, only a maximum of 1% of the district total test count may be counted as Meets on the district's AYP/Performance rating for science and social science. These expectations are the starting point and driving force behind the state tests. Schools and districts use the content defined in the standards framework to align and analyze the rigor of their curriculum and instructional programs. The *Oregon Standards* documents are annually distributed to teachers, administrators, and the public through electronic and hard copy formats. Please reference *Appendix 3, Overview of Oregon Assessment System* for additional information on the assessment system.

Data Systems

Oregon has a technical infrastructure that contains four years of student-level longitudinal program, demographic and performance data. This is possible because Oregon has incrementally invested in the technical infrastructure of a web-based data collection, storage and reporting system through the Database Initiative and student-level data collections as described in the remainder of this section.

The DBI was designed as a database which would systematize data reporting among districts and ease the burden of data collection on schools. Once in place, users found that the new structure could facilitate analysis of successful schools. At its inception, DBI was at the vanguard of educational data technology. A limitation, however, was that DBI was designed to utilize only school-level data. Oregon's data needs have changed dramatically. Enhanced student-level data needed to be added to the system.

ODE introduced one of its most successful data system changes: the installation of the Secure Student Identification number (SSID) during the 2001-02 school year. SSID started as a way to house performance data connected with student demographic information such as race/ethnicity and income level. It has been expanded to include program data, such as, Limited English Proficient, special education, high school completers and early leavers, and professional-technical education. The quality of data received from schools has improved with the implementation of SSID. As a result of the new system, schools are reporting more accurate data. All of this allows ODE to generate subgroup data (ethnic, LEP, migrant, gender, poverty and students with disabilities) in compliance with NCLB requirements.

Another development in ODE's efforts to make available student-level data was the creation of the Consolidated Collections database. Consolidated Collections stores student test activities, demographic information, and information about which school the student attends and how long he or she has been there. SSID was the first step towards making Consolidated Collections a reality, just as Consolidated Collections is only the first step towards improved data availability and use in Oregon.

ODE continues to evaluate the system. Currently ESP Solutions of Austin, Texas, is under contract to review the internal and external processes to generate AYP results. This contract is scheduled to be completed by June, 2006, and the recommendations presented will be a high priority for the Department to complete.

Looking to the future, the Oregon Legislature has supported a recommendation of the Oregon Department of Education to create a student-level "data warehouse" to support the necessary expanded capacity. The Legislature allocated $1.5 million to ODE during the 05-07 session to build pilot capacity for a district and state, student-level warehouse. Please reference the *Appendix 4, KIDS Phase II Charter Project* for additional information on this forward thinking project.

E. Assurances for Success

Development process

After publicly announcing the ODE's intention to pursue the Growth Model Pilot Project, State Superintendent Castillo did the following: 1) convened a multidisciplinary taskforce to develop the approach and proposal, 2) hired nationally recognized consultants to advise the project, 3) assembled national experts to advise and consult, and 4) organized and convened a number of public meetings to gather input (see *Appendix 5, December 16, 2005 Press Release*).

Stakeholder Participation

The Oregon Department of Education (ODE) used a number of stakeholder and public meetings in order to 1) gather input for the developing the proposal, and 2) inform stakeholders and citizens of the proposal development. The following table above illustrates this process of engagement

December 16, 2005	Press Conference to publicly announce proposal to USDOE by Superintendent Castillo and key school district superintendents Establishment of internal multi-disciplinary team
January 5, 2006	Contracted consultants retained and assisting in proposal development
January 17	Stakeholder and public meeting to gather proposal input Participation (40) and strong support expressed by: o Oregon Congressional Delegation o Oregon School Boards Association o Confederation of Oregon School Administrators o Oregon Education Association o Higher education faculty o School superintendents and principals
January 19	Presentation and briefing to State Board of Education
January 25	ODE proposal development staff participate in the Growth Model Seminar, sponsored by the Council of Chief State School Officers
January 26	Presentation at the Oregon Association for Compensatory Education, Seaside, Oregon. (550 participants).
Ongoing	Contact and advising with key stakeholders mentioned above
Ongoing	Communication and input from the Oregon Title I Committee of Practitioners
February 14	Follow up stakeholder and public meeting to gather final proposal input Participation (40) and strong support expressed by above groups.
February15	House Education Committee Briefing
February 16	State Board first reading

National consultants

The Oregon Department of Education has secured the active participation, advice, and review of the following nationally respected technical consultants in the development and implementation of this scope of work.

Primary Consultants	Joseph J. Stevens, Ph.D., MESA Associates 4524 Fox Hollow Road, Eugene, OR 97405 (541) 870-9431 (cell) jstevens.mesa@comcast.net Brian Gong, Ph.D., Center for Assessment PO Box 351, Dover, NH 03821-0351 (603) 516-7900 bgong@nciea.org
Technical Advisory Committee	Thomas Haladyna, Arizona State University William Schafer, University of Maryland Yeow Meng Thum, Michigan State University Carina Wong, formerly Pennsylvania State Department of Education

Reporting data

The Oregon Department of Education will incorporate results of growth model analysis into the school, district and state Performance Reports and Adequate Yearly Progress Reports. The school and district Performance Reports are mailed home to parents on an annual basis. Summary information will be incorporated into the State Report Card. All reports will be posted on the Oregon Department of Education web site. Media files will be made available to the press.

Assurances

If approved, the state of Oregon will participate in a USED evaluation of the growth model, including providing data comparing the growth model AYP results to AYP results under the NCLB statutory models.

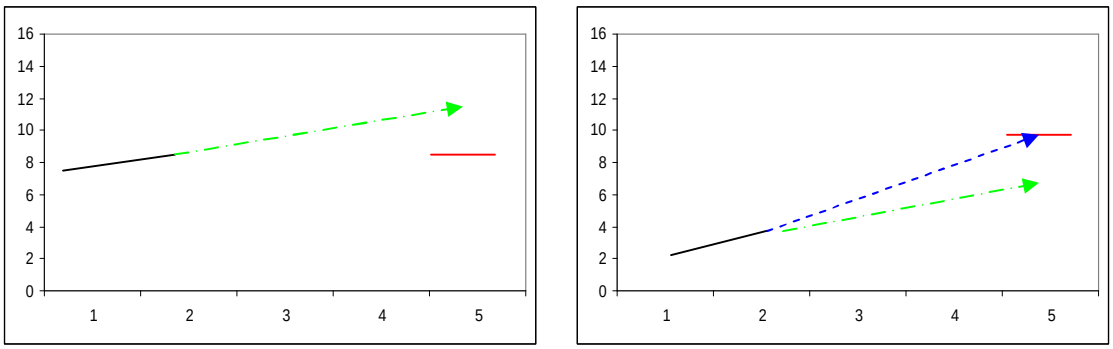
II. The Proposed Growth Model

A. The Growth Model in Relation to Current Status and Safe Harbor Models

The proposed growth model will be used in conjunction with the existing, status-based AYP model now used in Oregon. The purpose of the new growth model will be to provide more direct information on student and school progress by tracking individual student's learning over time and to ensure that schools are not incorrectly identified as needing improvement when there is substantial growth in achievement occurring in the school. For the purpose of identifying schools in need of improvement, the new growth model will supplement status-based AYP and existing safe harbor provisions to hold "safe" schools that are demonstrating substantial and continued growth in achievement.

In the initial pilot implementation of the growth model, we will track the growth trajectories for each individual student. A growth expectation will be calculated for each student who is already at proficiency or above that sets a goal of meeting expected academic growth. For students who are below proficiency, the growth expectation will be set to ensure that the student reaches proficiency within a four year span (see

figures below, scales are illustrative only). In the figure on the left, a student whose performance (solid, black line) is already above the year 5 proficiency target (red, horizontal line) is expected to maintain her/his rate of growth (green, dash-dot line). In the figure on the right, a student whose performance (solid, black line) is not on track (green, dash-dot line) to meet the year 5 proficiency target (red, horizontal line) is expected to increase her/his rate of growth to meet proficiency by the target date (blue, dotted line). Note that student growth targets are not set with respect to any student characteristic (e.g., ethnicity, gender) but only as a function of the current achievement level and growth rate of the student. For each school, the percentage of students meeting growth targets each year will be tabulated and reported.



To evaluate growth at the school level, we will apply multilevel linear models (MLM) to student assessment data. In order to summarize performance of students in each school, we will estimate the school mean achievement growth (slope) for each school using hierarchical linear modeling. Average growth will also be calculated for each disaggregated student subgroup within the school. Each growth estimate will also be accompanied by a standard error based confidence interval produced by the MLM analysis. Through a standard setting procedure (described below), annual growth expectations for schools will be determined. Each year, school performance will be evaluated against growth standards. . For schools that meet the growth standard, schools will be designated as "meets AYP" if they have also met status-based AYP or the existing safe harbor provision. For schools that meet the growth standard but have not met status-based AYP or safe harbor, the school's current year designation will be maintained (see further description and table below). If growth targets are met by a school for two consecutive years, a school will be designated as "meets AYP" regardless of its former status.

B. The Growth Model in Relation to Current AYP Formula and State Accountability

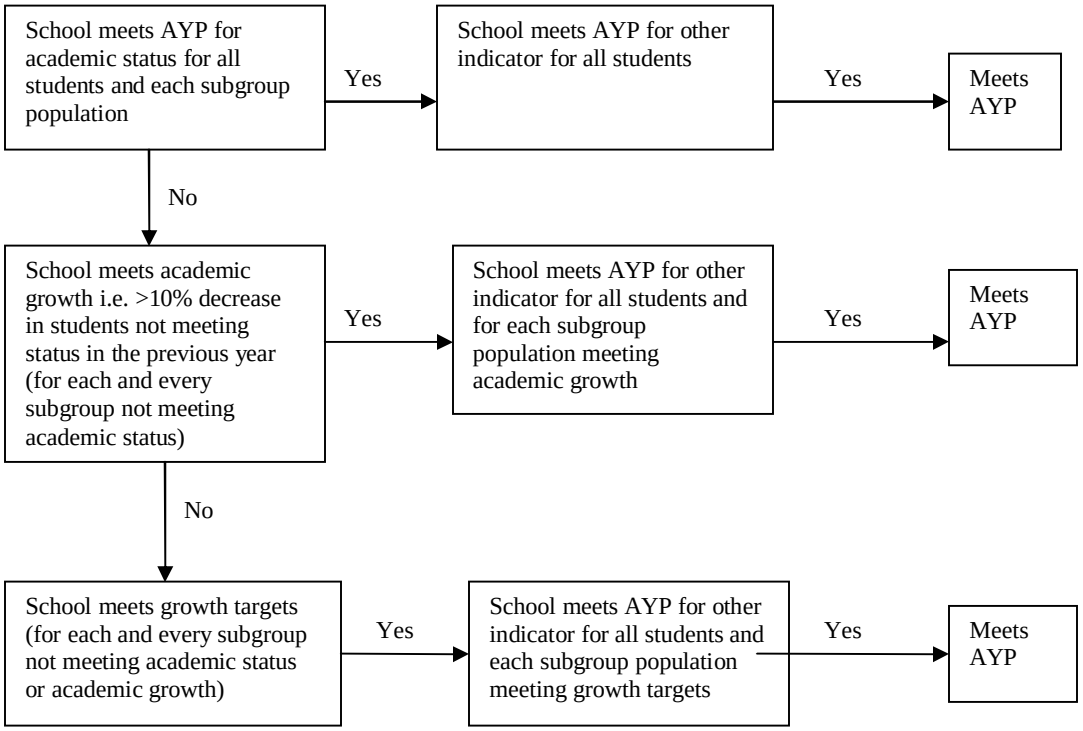
The No Child Left Behind Act requires the annual determination of whether schools, districts, and states have made adequate yearly progress (AYP) toward the goal of having all students meet rigorous state academic standards by the 2013-2014 school year. Each year, the performance of all students in the school and district, as well as subgroups of students, is measured against annual performance targets. The growth model will be used in conjunction with the existing, status-based AYP determinations and the existing safe harbor provision to ensure that schools are not incorrectly identified as being in improvement status when

there is substantial growth in achievement occurring in the school. Our intent is to use measures of school growth as an additional mechanism beyond status-based models to demonstrate when clear progress is being made in the school. This process will add to the information available for evaluating school performance and provide more accurate identification of schools that are in need of improvement.

Under the current system, if all groups in a school meet the statewide academic achievement targets in English/Language Arts and Mathematics, and the school meets the targets for either attendance in elementary and middle schools or graduation rates for schools with grade 12, the school is designated as *meeting AYP*. Schools and districts that do not meet the academic status targets may qualify as meeting AYP under the safe harbor provision of NCLB. Using safe harbor, a school or district or any subgroup that reduces its percentage of students not meeting the standards by 10% or more, from the prior year to the current year, will be designated as *meeting AYP*, as long as the school, district, or subgroup also meets the target for the other academic indicator of graduation or attendance.

By instituting the new growth model another avenue will exist for schools to meet targets. *Schools and districts that do not meet the academic status targets and do not meet the requirements for safe harbor may qualify as meeting AYP if they have achieved academic growth targets.* Using academic growth, a school or district or any subgroup that meets the established growth target for students showing progress, from the prior year to the current year, will be designated as *meeting AYP*, as long as the school, district, or subgroup also meets the target for the other academic indicator of graduation or attendance. When this occurs, a school's current status will be maintained (see examples in table below). When growth targets are met for two years in a row, a school will be designated as meeting AYP and will be removed from school improvement status. This "two-year rule" for the application of growth model results is consistent with current Oregon status-based methods for schools to meet their targets.

How AYP Determinations Are Made



See *Appendix 6, 04-05 AYP and Policy Technical Manual* for details on AYP calculations.

C. Grades Covered by the Growth Model

All grades (3-8, 10) that are assessed in the Oregon accountability system will be included in the growth model. For this pilot year, students with one, two, or three years of data will be included in the growth model. Students with only one year of data will contribute to the estimation of school initial level of achievement (intercept) in the growth model. Students with two or three years of data will contribute to estimation of the school growth slope. In future years, as additional data become available, they will be included in the model. Data from all available cohorts will be used each year to provide a more stable estimate of school growth. Because the Oregon TESA system allows for multiple testing occasions within each school year, we will attempt in the future to incorporate as many valid assessments as possible into estimates of school growth. Where possible in the future, we will also use the first available assessment score as a pretest covariate on estimation of the school growth slope. Use of these methods will increase the reliability and validity of the Oregon growth model and protect against potential factors like regression to the mean. In this first pilot year, data are available in the listed grades for the following cohorts of students:

Data Availability by Year and Grade

2002-03	2003-04	2004-05	2005-06
			3
		3	4
	3	4	5
	(4)	5	6
	5	6	7
5	(6)	7	8
	8	(HS - 9)	HS - 10
8	(HS - 9)	HS - 10	

( ) – Not all students at these grades will have scores

At the high school level we anticipate both short-term and long-term solutions to evaluating student growth. In this year, the 10th grade high school assessment will be used in combination with the student's 8th grade assessment score. In some cases additional assessments in 8th or 9th grade may be available and will also be used. This will provide a gain score comparison of growth in many cases or a three occasion growth model in other cases. In the future, this model may be replaced by a newer high school assessment that allows for more than one assessment occasion during the high school years.

D. Expected Trajectories of Growth

The model we propose will set performance expectations for each individual student. Expectations will be determined based on the student's current level of performance. For students who are below the proficiency standard, an individual growth expectation will be computed that requires the student to meet proficiency within four years. For students who are already at or above proficiency, an expectation will be set that keeps the student learning at a minimum average growth rate to be determined through a standard setting procedure that takes into account growth rates that occur for students achieving at levels above proficiency and takes into account differences that may occur in rate of growth at different grades and in each content area (see example figures above).

E. How the Growth Model Will Work

All students are included in the growth model and impact results in two ways. At the student level all students have individual growth expectations and each year the percentage of students meeting growth expectation will be reported. At the school level, our goal is to obtain the most robust estimate of the school's effect on its students. Use of the average school slope accomplishes this and is the best indicator based on a number of statistical properties of estimation.[1] Unlike the use of a percentage meeting a target or a school median, use of the school mean growth rate or slope allows all students to contribute to the estimate of school growth.

Nonetheless, use of any summary measure including the mean does not necessarily fully represent the performance of all individuals within the group. To ensure that the proposed Oregon growth model does not mask or hide student underachievement in any way, two additional procedures have been designed. First, school average growth rates will be computed and reported for each disaggregated subgroup of students in the school. This procedure will ensure that all (i.e. educators, parents, and the public) are aware of differences in growth and will allow a more detailed and informed examination of achievement gaps in learning. Secondly, by tracking and reporting growth results for individual students, it will always be possible to determine the extent to which school summary results are applicable to the performance of individual students within each school. Although with these procedures we think it is unlikely that the performance of some students will be

[1] The Theory of Maximum Likelihood Estimation supports the use of the mean as an estimator in situations of uncertainty about "true" values. The mean uses information about each and every score in a distribution (school), is unbiased, is consistent, and is sufficient as an estimator for the true value being estimated.

masked, we will explicitly monitor the new growth system for discrepancies over the next two years and, if necessary suggest changes in our procedures for 2008. ODE believes the mean to have considerable advantages and to be the best indicator of school performance for this particular application in growth models, but we are willing to consider other alternatives if necessary.

F. Credit for Growth

All students are included in the growth model and impact results in two ways. At the student level all students have individual growth expectations and each year the percentage of students meeting growth expectation will be reported in the School and District Performance Report. At the school level, the goal is to obtain the most robust estimate of the school's effect on its students. Use of the average school slope accomplishes this best based on a number of statistical properties of estimation. [2] All students contribute to this estimate. The school will receive "credit" for every student that grows and will be accountable for every student who does not grow.

G. Counting Third Grade

AYP determinations for schools that have only assessment results from the first year of assessments (grade 3) will continue to be made using the calculation of academic status and safe harbor described in statute and in Oregon's approved accountability workbook. K-3 schools will not be included in the growth model.

H. Counting High School Assessments

All high school students will be included in the growth model. Students are required to take the high school assessment by 10th grade. At least one additional assessment score will be available for students from the 8th grade and for some students this year; additional scores will also be available. The high school assessment will be used in combination with the previous assessment scores to provide a gain score comparison of growth. Discussions are currently underway for improvements to the high school assessment system that may allow for more than one assessment occasion during the high school years in the future.

III. Compliance with Core Principles

Core Principle 1	**Proficiency by 2014 and Incorporating Decisions About Student Growth into School Accountability**

1.1 Accountability for Universal Proficiency by 2013-14

The proposed growth model will augment and not supplant the status-based AYP model currently in place. The growth model will reinforce goals and expectations for students to meet proficiency and will provide much greater attention to the achievement of all students at the individual level. In the growth model

[2] Ibid.

each student will have a growth expectation to ensure that proficiency is met within four years. For students already at or above proficiency, as described in Section 1.2.2, the new growth model will also set expectations for continuous improvement. The proposed model emphasizes not only universal proficiency but a goal of universal learning for all students.

Three methods will be used to ensure universal proficiency by 2013-14. First, the AYP provisions for status-based evaluation of the progress of students towards universal proficiency are maintained. Second, growth targets are set for each individual student that require the student to meet proficiency within four years of entering the Oregon system. The percentage of students meeting their growth targets will be reported for each school and district. Third, growth expectations for school average growth (slope) and for growth within disaggregated subgroups will be monitored and reported. Schools who do not meet minimum growth standards as a whole or by subgroup will be designated as "does not meet" for AYP purposes.

1.1.1 Growth Model Option

The growth model will be designed to establish an expected rate of growth for each student such that students are expected to meet growth targets each year. For students below proficiency, this target will be meeting proficiency in no more than four years. For students above proficiency, the target will be set based on the student's level of performance and current rate of growth. Setting the growth standards for individuals and schools must be tempered by empirical as well as educational and policy considerations. The pace of growth on the Oregon assessments is not expected to be equal over grades or exactly comparable from one content area to another. As a result, standard setting for individual students and for schools must include examination of the Oregon assessment data to allow consideration of the kinds of learning gains that are realistically possible as well as those that are desirable to achieve policy goals. While these considerations will not diminish a commitment for all students to reach proficiency standards, consideration of empirical data will be important in setting attainable expectations for individual students and schools at different grade levels.

1.2 Sound Criteria for "Growth Targets" for Schools and Subgroups

1.2.1 Growth Targets

As described below, several criteria will be used to develop and define growth targets. First, targets will be moderated by policy considerations that ensure that individual students meet proficiency standards within four years and schools meet an average growth standard that is rigorous and that results in increasing percentages of students meeting their individual growth targets over successive years. We will also use empirical criteria to moderate these educational and policy goals in light of the particular characteristics of growth in achievement on the Oregon assessments and in light of any nonlinear characteristics of the growth scale across grades or content. See *Appendix 6A, Technical Description for School Level Growth Model.*

1.2.2 Rules and Procedures for Establishing and Calculating "Growth Targets"

Growth targets will be set for individuals and for schools. This is necessary because schools and students change in different ways and at different rates. In either case, procedures will be applied that support continuous growth and learning and that require that students individually and schools collectively meet accepted standards of proficiency by targeted milestones. Targets will not be set based on who a student is but based on how well a student is performing.

Individual student growth targets will be set based on current level of performance. Each student's growth trajectory will be projected to determine whether the student will meet or exceed the state proficiency standard in four years or less. If the student is not on track to reach proficiency then the growth expectation for the student will be the annualized gain necessary to achieve proficiency in four years. While our current conceptualization of this calculation is a linear one, we will also examine the state longitudinal data to determine whether growth is, in general, linear across the grade span. We suspect that growth rates typically lessen in the later grades on the state assessment system. If true, then a more rapid annual growth rate in the earlier grades may be a more realistic target to ensure that children reach proficiency in the allotted time.

For students who are already on target to reach proficiency or who are already above proficiency, growth targets will be calculated to continue or improve the student's rate of growth over time. The exact values of these growth targets will depend on a standard setting process that takes the properties of the state assessment system and scale into account in setting rigorous but realistic expectations for learning.

Schools behave differently than individuals and reasonable and appropriate growth expectations for an individual do not translate directly to appropriate expectations for a school. We will address school level growth in two ways. First, we will calculate and report for each school the percentage of individual students who met their growth target each year. Second, for the determination of AYP, we will report for each school whether the school as a whole and each disaggregated group in the school has met a school level growth expectation.

School level growth expectations will be set using standard setting procedures that will establish annual objectives for growth. These objectives will require that schools ensure that an increasing percentage of students meet their growth targets each year. The objective in school year 2013-14 will be that all students in each school meet their growth targets. Through a standard setting procedure that will be guided by examination of preliminary growth data on the Oregon assessments, an expert panel will determine the level of performance that can be expected each year at different grade levels. For traditional high schools (grades 9-12) the expectation for growth is clearly defined by the 10th grade performance standard. Oregon will require that these schools must demonstrate a trajectory toward having all students meet standard by 2014.

For schools at other levels and with other grade level configurations, standard setting will be essential to determine the annual objectives for growth to ensure that students are on trajectory to meet proficiency. Growth targets for schools will be determined by an expert panel using a standard setting procedure that

includes consideration of empirical growth data for the Oregon system and examines the average school growth (slope) necessary to ensure that an increasing percentage of students attain proficiency over time. We will also explore the use of a "bookmark-like" method where performance characterizations of schools allow the expert panel to understand the levels of school growth that will be needed to achieve universal proficiency by 2014. We envision a panel that will include a larger proportion of school principals, assessment directors, and others familiar with school level performance than the typical standard setting panel because "school" is the unit being judged.

As discussed earlier, we expect that it will also be important to temper standard setting expectations with knowledge of how growth occurs throughout the developmental span of schooling. Standards should take into account differences between high schools and elementary schools for example and set annual objectives for school growth that are realistic. Nonetheless, the standard setting process must ensure that students learn and that rigorous targets are set for ensuring that students meet proficiency. In evaluating whether schools have met the growth standard determined by the standard setting panels, we will use a statistical confidence interval around the school average growth or slope estimate to ensure that there is a high likelihood that our characterization of school performance is accurate. Schools in which the confidence interval includes or exceeds the state school growth standard will be judged as "meeting growth AYP" expectations. Schools in which the upper confidence interval limit is below the state school growth standard will be judged as "does not meet AYP" expectations.

Nonetheless, use of any summary measure including the mean does not necessarily fully represent the performance of all individuals within the group. To ensure that the proposed Oregon growth model does not mask or hide student underachievement in any way, two additional procedures have been designed. First, school average growth rates will be computed and reported for each disaggregated subgroup of students in the school. This procedure will ensure that all (i.e. educators, parents, and the public) are aware of differences in growth and will allow a more detailed and informed examination of achievement gaps in learning. Secondly, by tracking and reporting growth results for individual students, it will always be possible to determine the extent to which school summary results are applicable to the performance of individual students within each school. Although with these procedures we think it is unlikely that the performance of some students will be masked, we will explicitly monitor the new growth system for discrepancies over the next two years and, if necessary suggest changes in our procedures for 2008. ODE believes the mean to have considerable advantages and to be the best indicator of school performance for this particular application in growth models, but we are willing to consider other alternatives if necessary.

We will also explore ways in which we can achieve congruence and consistency between the Annual Measurable Objectives (AMO) already used in the Oregon status-based system and the new annual growth objectives that we will develop. Ideally, meeting a status based objective will also reflect being on a trajectory to reach proficiency over time. While our goals for growth standards are clear, there are many challenges in determining appropriate and realistic grade-level growth targets and there is little extant

research or practice to use for guidance. During the spring, the state will be exploring our growth data and using the advice of our technical advisory committee to revise and refine these proposed standard setting procedures.

1.3 Annual Judgments About School Performance Using Growth

1.3.1 How Accountability Determinations Will Incorporate Student Growth

As described in the next sections, accountability determinations will use student growth as an additional "safe harbor"-like provision. Status-based AYP and safe harbor will continue unchanged. When schools meet growth targets, schools will enter a holding status if AYP has not been met. See the table below in Section 1.4.

1.3.2 Creation of a Unified AYP Judgment

In the proposed Oregon model, AYP judgment is made as a sequence of steps. The design of this process is intended to hold students and schools to a rigorous standard for performance, while simultaneously minimizing the likelihood that a school will be incorrectly identified as needing improvement.

1.4 Consequences and Rate of Student Growth Consistent with Section 1116 of ESEA

The No Child Left Behind Act requires the annual determination of AYP for schools, districts, and states toward the goal of having all students meet rigorous state academic standards by the 2013-2014 school year. The performance of all students in the school and district, as well as subgroups of students, is measured against annual performance targets.

- If all groups in a school meet the statewide academic achievement targets in English/Language Arts and Mathematics and the school meets the targets for either attendance in elementary and middle schools or graduation rates for schools with grade 12, the school is designated as *meeting AYP*.
- Schools and districts that do not meet the academic status targets may qualify as meeting AYP under safe harbor. Using safe harbor, a school or district or any subgroup that reduces its percentage of students not meeting the standards by 10% or more from the prior year to the current year will be designated as *meeting AYP*, as long as the school, district, or subgroup also meets the target for the other academic indicator of graduation or attendance.
- *Schools and districts that do not meet the academic status targets and do not meet the requirements for safe harbor may qualify as meeting AYP if they have achieved academic growth targets.* Using academic growth, a school or district or any subgroup that meets the established growth target for students showing progress from the prior year to the current year will be designated as *meeting AYP*, as long as the school, district, or subgroup also meets the target for the other academic indicator of graduation or attendance.

Table 1 Question: Does growth keep a school from going into improvement status? Answer: Yes, it can.

	04-05	05-06		06-07		07-08		08-09
		Improvement status		Improvement status		Improvement status		Improvement status
AYP status	No		No		No		No	
AYP safe harbor	No	None	No	First year	No	Second year	No	Corrective action
AYP growth		None	Yes	None holding	Yes	None holding	Yes	None holding

Table 2 Question: Does growth move a school out of improvement status? Answer: Yes, it can.

	04-05	05-06	06-07		07-08		08-09		09-10
			Improvement status		Improvement status		Improvement status		Improvement status
AYP status	No	No		No		No		No	
AYP safe harbor	No	No	First year	No	Second Year	No	Corrective action	No	Plan for restructuring
AYP growth		No	First year	Yes	First year holding	Yes	Out	Yes	None

Table 3 Question: Is there a limit for how long growth can keep mitigating sanctions? Answer: No

	04-05	05-06	06-07		07-08		08-09		09-10
	Year 2		Improvement status	Year 3	Improvement status	Year 4	Improvement status	Year 5	Improvement status
AYP status	No	No		No		No		No	
AYP safe harbor	No	No	First year	No	Second year	No	Corrective action	No	Plan for restructuring
AYP growth		No	First year	Yes	First year holding	No	Second year	Yes	Second year holding

Core Principle 2 Establishing Appropriate Growth Targets at the Student and School Level

2.1 Depicting Annual School and Student Growth in Relation to Growth Targets

Student demographics and characteristics will not enter into the calculation of student growth expectations. Growth expectation will not be affected by the individual's background. As described earlier, student growth expectations will be set based on the student's level of performance and current rate of growth to ensure a continued rigorous expectation for learning and when necessary to determine that the student will meet proficiency within four years. While we will not use student characteristics in setting growth targets, student background demographics or characteristics can easily be used to monitor the outcome of the growth model at individual or school levels.

Every student will have calculated an expected rate of growth to reach proficiency in four years. Schools will have annual growth objectives set such that all students will reach proficiency by 2013-14. Student growth will be depicted by reporting the percentage of children who met their growth target in each school annually. School level growth for the school as a whole and for each disaggregated group will be reported for each school annually as well as the determination of whether the school met growth expectations.

Core Principle 3	**Accountability for Reading/Language Arts and Mathematics Separately**

3.1 Holding Schools Accountable for Student Growth Separately in Reading/Language Arts and Mathematics

As described in Core Principal 1, Oregon's proposal will combine status, safe harbor, and growth to make AYP determinations for schools and LEAs. As such, separate decisions about student achievement in reading/language arts and mathematics will continue to be made for all schools and districts. The model will not include assessments from other content areas.

Core Principle 4	**Inclusion of All Students**

4.1 Addressing the Inclusion of All Students, Subgroups and School Separately

The proposed growth model augments the existing status-based model; all students remain a part of the new model. Through the addition of the growth model, however, more information on student performance will be available over time and the proposed methods for reporting outcomes under the new model will allow increased attention on performance at all levels Oregon reports to parents, educators, and the entire public on the performance of students with disabilities on the statewide assessments. In 2004-2005, the overall participation rate of students with IEPs on the statewide assessment was 95.6%. Students with disabilities who are taking one of the alternate assessments, the Extended Assessment or the CLRAS, will be considered to have demonstrated growth if they have improved their status as meeting alternate standards. Thus, a student who "does not meet alternate standards" one year, but "meets alternate standards" the next year will have demonstrated growth. This growth would be included with the rest of the overall school growth and would be demonstrated in the student's individual report.

4.1.1 Inclusion of All Students

One of the assumptions in the Oregon growth model is that it is important to track the progress of individual students. Individual students are the philosophical and fundamental focus of our efforts at educational improvement. Individual students are included in the proposed model in several ways. First, Oregon includes scores of all students enrolled on the first school day in May for a full academic year in the status and safe harbor AYP calculations. Second, all students with one or more assessments are included in the calculation of growth model parameters and the estimation of school level growth. Third, each individual will have his/her growth reported along with individualized growth expectations based on the student's prior performance.

Alternate assessments and juried assessments (which do not yield scale scores) or modified assessments of grade level standards will not be included in the calculation of growth, although the scores

from these students are still included in the determination of academic status and academic growth, as appropriate.

In section 2.2 of the *Oregon's Approved Consolidated Workbook, Appendix 7,* Oregon defines "full academic year" to be more than half the number of instructional days in the school's calendar prior to May 1 (the date of enrollment used for determining the participation denominator). This definition maximizes the number of students that are appropriately included in the calculation of academic performance and growth for a school. To attribute student performance or gains in the scores of individual students to a school where the student had received less than half of his or her instruction during the current school year would be educationally unsound.

AYP determinations for schools that have only assessment results from the first year of assessments (grade 3) will continue to be made using the calculation of academic status and safe harbor. Participation and Performance of Students with Disabilities: A student with a disability who participates in any assessment options (extended assessment or grade level assessment with accommodations or modifications, including Targeted Assessment and Juried Assessment) is counted for participation on both AYP and the Oregon School and District Report Card. A student with a disability who is assessed with an extended assessment (Extended Assessments or CLRAS) and who meets the extended standards may be included as "meets" in the School and District Report Card. However, only a maximum of 1% of the district total test count may be counted as "meets" on the district's AYP/Performance rating.

4.1.2 Inclusion of All Subgroups

As described in the State's approved Accountability Workbook, the minimum group size for making a participation determination for any subgroup is 40 test scores over two years in a given content area. The minimum group size for making a determination of academic status for any subgroup is 42 test scores over two years in a given content area. The minimum group size will not change for these determinations under the proposed model.

For the growth model, the minimum group size will be 21 students with matched scale scores from assessments taken without modifications over two years. The scores from the assessments must be within the same district and students must be enrolled for a full academic year in the current school year to ensure that gain scores are attributed to the educational effects of the current school. Students will be included in the subgroup reporting of growth data based on the demographic data on the student's current year test record.

4.1.3 Inclusion of All Schools

Under the current model, Oregon holds schools and LEAs accountable for the achievement of all student groups for which there are 42 tests over two years combined in a given content area from students enrolled on the first school day in May for a full academic year. This provision will continue under the proposed AYP model incorporating individual student growth.

For the growth model, the minimum group size will be 21 students with matched scale scores from assessments taken without modifications over two years. Schools without assessed grades (i.e. K-2 or 11-12 schools) will continue to have AYP determinations made under the current AYP accountability system. For schools that have only assessment results from the first year of assessments (grade 3), AYP determinations will continue to be made using the calculation of academic status and safe harbor described in statute and in Oregon's approved accountability workbook.

As described in section 9.3 of the *Oregon's Approved Consolidated Workbook, Appendix 7* "new schools will be held accountable as soon as sufficient data points are available". Two years of data are used to determine if a school has met academic status or academic growth targets. Students enrolled in newly reconstituted schools (due to grade reconfigurations, boundary changes, mergers, etc.) will be included in LEA accountability. State policy is that if enrollment of a school changes by more than 40% due to boundary changes, it is considered a new school. Assessment data will be reported on new schools the first year". Similar procedures will apply to the reporting of growth data and the use of this data in school AYP determinations.

The state uses four years of assessment data for AYP determinations for schools that do not meet the minimum cell size of 42 over two years. In 2004-05, fewer than 7% of schools did not have sufficient data for making an AYP determination using two years of data. As the number of years of growth model data increases, the state will examine how to report growth data for these schools consistent with the number of years of assessment data included in AYP reports.

As described in Core Principal 1, Oregon's proposal will combine status, safe harbor, and growth to make AYP determinations for schools and LEAs. If a school or LEA does not have sufficient data to include growth in the AYP determination, the determination will continue to be made using academic status and safe harbor described in the statute. This ensures that all schools and districts in Oregon receive an AYP determination each year utilizing the state's data collection and reporting system.

Core Principle 5 State Assessment System and Methodology

5.1 State Assessment System in Accordance with NCLB, and Have Annual Assessment Been in Place Since the 2004-05 School Year

5.1.1 Summary Description of Statewide Assessment System

The following NCLB Peer Review provides an overview of Oregon's assessment system.

(a) CRT = criterion-referenced assessments

(b) ANRT = augmented norm-referenced assessments

(c) NLA = native language assessment or various alternate assessments

(d) AA-SWD = alternate assessment for students with disabilities

(e) AA-LEP = alternate assessment for students with limited English proficiency

(f) AA-AAS = for an alternate assessment for students with the most significant cognitive disabilities based on alternate achievement standards.

Chart of State Assessment System Aligned to Content Standards for school year _2004-2005 and 2005-06_ by Subject, Grade, and Type of Assessment

Grades	3	4	5	6	7	8	9	10	11	12
Math	CRT	CRT	CRT	CRT	CRT	CRT		CRT		
Alternate	AA-AAS	AA-AAS	AA-AAS	AA-AAS	AA-AAS	AA-AAS		AA-AAS		
Native Lang.	NLA	NLA	NLA	NLA	NLA	NLA		NLA		
Reading	CRT	CRT	CRT	CRT	CRT	CRT		CRT		
Alternate	AA-AAS	AA-AAS	AA-AAS	AA-AAS	AA-AAS	AA-AAS		AA-AAS		
Native Lang.										
Language arts		CRT			CRT			CRT		
Alternate		AA-AAS			AA-AAS			AA-AAS		
Native Lang.		NLA			NLA			NLA		
Grade Spans	**3 – 5**			**6 – 9**				**10 - 12**		
Science	CRT			CRT				CRT		
Alternate										
Native Lang.										

For the 2004-2005 school year assessments were required for students in all grades for the assessments shown in the chart and scores were reported for individual students. The State Board of Education did not adopt performance standards for the reading and math tests at grades 4, 6, and 7 until September 16. 2006. As a result, students taking these assessments did not receive reports reflecting whether or not the student met the performance standards. Likewise, reports of the percentage of students meeting standards by school and district for assessments at these grades were not produced. Reports of individual, school and district test results were produced for all other grades assessed in 2004-05 and will be produced for all grades and assessments in 2005-06.

5.1.2 NCLB Peer Review

	REQUEST	PROPOSED PLAN	CRITICAL DATES
2.0	**Academic Achievement Standards**	Establish Technical Advisory Committee (TAC) to assist ODE with planning and implementation	By March 1, 2006
2.1	Additional evidence including approved, re-established academic achievement standards that show alignment to the State's grade level content standards with technical and stakeholder participation	1) Develop policy regarding relationship between changes in content standards and resulting performance standard reviews 2) Release RFP for Performance Standard Setting including possibly Alternate achievement standards: a. Developing performance level descriptors consistent with policymaker and stakeholder expectations b. Convening representative stakeholder workgroups for the purpose of standard setting c. Analyzing standard setting results and produce impact data d. Present recommendation for standards to policy makers for approval	• Draft RFP to Management team by 3/1/2006 • RFP Released by 5/1/2006 • RFP Reviewed by 6/1/2006 • Vendor Selected by 7/1/2006 • Work Begins • 8/1/2006 • Standard Setting occurs December 2006?
2.2	Additional evidence including approved, re-established alternate academic achievement standards appropriately linked to Oregon's content standards.	1) Include summary of CLARS and Extended technical documentation in new Technical Manual (see 3.0) 2) Identify plan for extended assessment 3) Possible integration with gates foundation work	
2.3	Additional evidence that all students are tested on academic content standards, not just on life skills	4) Draft Clarification memo to USED regarding CLARS incorporating existing documentation by 3/15/2006 5) Include summary of CLARS technical documentation in new Technical Manual (see 3.0) 6) Document new plan for extended assessment system	3/15/2006
2.4	Document Oregon State Board of Education adoption of academic performance descriptors in science	See 2.1 (Performance descriptors should be based on similar expectations for students across content areas and should be re-evaluated even if adopted in 1999)	
3.0	**FULL ASSESSMENT SYSTEM**		
3.1	Document the consistency in achievement level definitions for adaptive and paper/pencil modes	1) Draft Clarification memo to USED regarding grade level restriction of adaptive tests, and half-studies already completed by 3/15/2006 2) Develop test specifications that include process as well as sub-domain dimensions, present to assessment advisory and content panels by 5/1/2006; 3) RFP released to study form comparability and empirical consistency of paper forms and TESA tests to test specifications.	3/15/2006 5/15/2006 4/1/2006

	REQUEST	PROPOSED PLAN	CRITICAL DATES
3.2	Additional evidence supporting the comparability of tests based on the extended content standards and the Extended Career and Life Role Assessment (CLRAS)	See 2.3	
3.3	Additional evidence supporting the comparability of the plain language and regular test forms	1)Draft Clarification memo to USED regarding the use of plain language as part of universal test design in Oregon	3/15/2006
3.4	Additional evidence supporting the comparability of the Juried assessments and the Knowledge and Skills Tests	1) Discuss issue with PASS, NWRL and National Advisors to design study 2) Draft proposed methodology and plan	2/28/2006 3/15/2006
3.5	Additional evidence supporting the comparability of Spanish and Russian side-by-side translations with English versions	1) Provide clarification to USED regarding existing evidence 2) RFP released to study form comparability and empirical consistency of paper forms and TESA tests to test specifications (see 3.1)	3/15/2006 4/1/2006
4.0	**TECHNICAL QUALITY**		
4.1	Additional evidence for each assessment, including alternate assessments, that documents the standard setting process with descriptions of the selection of judges, methodology employed, and final results.	1) Provide clarification to USED regarding existing evidence 2) RFP for standard setting (see 2.1) 3) RFP to convert existing documentation into a concise technical manual 4) RFP to backfill information for Technical Manual	3/15/2006 3/1/2006 4/1/2006
4.2	Additional evidence that adaptive tests are comparable to each other and paper/pencil versions at the achievement levels, restricted to grade-level content, and matched to detailed grade level test blueprints.	Form comparability , See 3.1	
4.3	Additional evidence that documents consistency of strand content among the paper-and-pencil and computer-adaptive versions that includes detailed test form construction rules and test maps.	Form comparability , See 3.1	
4.4	Additional evidence supporting the comparability of paper-and-pencil and computer adaptive test difficulties between school years	Form comparability , See 3.1	

	REQUEST	PROPOSED PLAN	CRITICAL DATES
4.5	Documentation that CLRAS (life skills) scores do not count for AYP either alone or in combination with extended assessment scores.	1) Draft Clarification memo to USED regarding CLARS incorporating existing documentation by 3/15/2006	3/15/2006
4.6	Documentation that supports the reliability and validity of alternate assessments		
5.0	**ALIGNMENT**		
5.1	Document the alignment of 3-8 and high school assessments in reading/language arts and mathematics with academic content standards and with the re-established academic achievement standards.	1) Surveys of Enacted Curriculum results 2) RFP as part of Gates Foundation	3/1/2006
5.2	Document the alignment of the Oregon alternate assessments to the State's academic content standards and to re-established academic achievement standards.	1) Draft Clarification memo to USED regarding CLARS and Extended Assessments incorporating existing documentation	3/15/2006
7.0	**REPORTING**		
7.1	Document that performance level descriptions appear on all student/parent reports	1) See 2.1 for standard setting /revising performance level descriptors 2) Submit project request to OAIS Amend current reports with current performance level descriptors	3/1/2006
7.2	Document the existence of parent reports for extended assessments and for CLRAS	1) Draft Clarification memo to USED regarding CLARS incorporating existing documentation	3/15/2006
7.3	Document that alternate assessment performance ratings are tied to NCLB achievement levels used for reporting	See 2.3 and 3.1	

See *Oregon Peer Review Assessment Letter, Appendix 8,* for Peer Review requirement addressed in the above work plan.

5.2 Reporting Individual Growth to Parents

Reports of individual academic status may be generated by districts in two ways, either as an individual report for each subject (ISR) or a single report combining results of all assessment subjects into a single report (Combined ISR). Example of these reports that show the student's status compared to Oregon's academic achievement standards can be found in *Appendix 9, Oregon Assessment System – Parent Report,* and *Appendix 10, State Assessment Report – Student*.

5.3 How Oregon Produces Comparable Information on Each Student as He/She Moves From One Grade Level to the Next

5.3.1 Evidence that Achievement Scale Scores Have Been Equated Appropriately

Oregon has contracted with American Institutes for Research (AIR) to analyze the technical adequacy of its scales. AIR will conduct an extensive review of the classification reliabilities associated with the current performance standards as well as the quality of the vertical articulation and linkages of the scale. The following is the timeline for AIR's deliverables:

Activities and Deliverables	Date	Estimated Cost
Contract is awarded; • Kick-off meeting (phone conference within one week of award • Analysis plans developed • Data Quality Control processes are implemented	February 10, 2006	$0
Analysis plans approved by ODE • Develop analysis plans • Implement Data QC processes • Data file documentation sent to ODE for confirmation • Submit analysis plan drafts to ODE for review	March 1, 2006	$8,621
Preliminary cohort based analysis (excluding subgroup and interaction analysis if necessary) • Classification consistency analyses • Comparability study of long and short forms • Strand validity study	April 1, 2006	$29,236
Preliminary analysis of repeated measures (excluding subgroup and interaction analysis if necessary) • Reliability/Stability study of change scores	May 1, 2006	$7,218

The full statement of work is found in the *American Institutes of Research Contract, Appendix 11.* Further, as noted in section 5.1.2 Oregon will be releasing an RFP on 4/1/2006 to address the evidence required by the peer review to demonstrate form comparability.

5.3.2 High School Level NCLB Test

Oregon does not use end of course tests as the high school level NCLB test.

5.3.3 Determining Cut Scores

The State Board of Education adopted academic performance standards in reading/language arts and mathematics at grades 3, 5, 8 and 10-12 in September 1996. Writing performance standards were modified in November 1998, based on the recommendations of the National Technical Advisory Panel (instead of applying trait level standards conjunctively, standards were set for composite scores summed across writing

traits). Performance standards for grades 4,6, 7 in mathematics and reading/language arts were adopted by the board on September 15, 2005.

In addition to leveraging the established cut scores for students, Oregon will conduct standard setting for school-level growth expectations based on the grade configurations of the schools as described in 1.2.2. Furthermore, based on the standards review conducted by USED, ODE will conduct standard setting for grades 3-8 and High School as delineated in the work plan included in section 5.1.2.

5.3.4 Use of Smoothing Techniques

For performance standards set in 1996, smoothing was not used. However, as part of the performance standard setting adopted by the board in 2005, standards for grades 4,6,7 were established by interpolating the cut scores based on the previously established cut-scores. As described in section 5.1.2 Oregon will engage in a full standard setting process for mathematics, reading/language arts and science in December 2006 for grades 3-8 and high school.

5.4 Is the Statewide Assessment System Stable in its Design?

5.4.1 Stability

As shown in the chart in 5.1.1, Oregon has administered equivalent forms and types of assessments at each grade level in 2004-05 and 2005-06. The assessments have been scored using the same procedures in both years. The content standards that form the basis of the assessments were the same for all assessments with the exception of reading/literature assessments at grades 3, 5, 8, and 10. In the 2005-06, the reading/literature assessments at grades 3, 5, 8, and 10 were based on content standards that had been reviewed and revised and adopted by the State Board of Education in 2003. In 2004-05, the reading/literature assessments at the grades were based on content standards adopted prior to 2003.

5.4.2 Anticipated Changes in the Statewide Assessment System

We do not anticipate changes other than those specified in sections 5.1.2 and any additional suggestions elicited by AIR as noted in section 5.3.1 or via the RFP as part of the *Oregon NGA Gates Foundation Project for High School Reform (see Appendix 12*). Any additional changes that do occur will be reflected in subsequent amendments to Oregon's AYP accountability workbook. Oregon will utilize the forthcoming guidance from USED as how to incorporate new assessments and performance standards into the accountability system

The standard setting process will impact the growth model by defining the level of mastery required for a student to be considered proficient and will therefore impact determinations of whether a school has successfully moved students on a trajectory toward proficiency. As suggested by contractors the standards and subsequently the assessments may change to increase rigor. In addition, Oregon will improve its item development and banking and test development processes as needed to increase the reliability and vertical

articulation of the assessment system. Based on peer review, stakeholder input and IDEA regulations, we are in the process of reviewing our procedures for assessing students with disabilities. Experts at Portland State University and the University of Oregon are already under contract to provide assistance with this work.

Core Principle 6 Tracking Student Progress

6.1 Design and Implementation of a System for Accurately Matching Student Data from One Year to the Next

As stated in section I D, Oregon has made significant investments in the state data system and continues to invest in reviews to improve efficiencies in the existing system as well as investments in further maturing this system. Based on current operational needs, the system is very reliable and supports sound decision making and accountability. Of the 102,607 Oregon students in 2004-05 who were eligible to take tests in grades 4, 6, and 9, 94,306 were identified with the same student identifier as being eligible to test in grades 3, 5, and 8 in 2003-04. This results in a match rate of 92%. This match rate is a lower bound estimate of the reliability of the SSID system given that students who were new to the state in 2004-05 are presumably incorporated in this match estimate and are indicative of statewide mobility rather than the technical adequacy of the system. With that being said, we still recognize that this new project will create an additional demand on both the technical infrastructure and the support to districts and schools. The department is in the process of writing two statements of work to comply with the need for added capacity to our existing infrastructure and based on the requirements agreed mutually agreed upon by the USDE and ODE as follows:

Support to Schools – this work will include the training, documentation, help desk assistance, quality assurance and development of issue identification and resolution processes and procedures. This support will likely be contracted through a regional delivery system with our Educational Service Districts (ESDs) partners. Oregon successfully uses this process for the administration of our assessments and scoring of writing exams.

New Growth Reports – this work will include the analysis of the existing system, identification of requirements, development of business rules and creation of reports. Included in the scope of this work will be the creation of processes to extract from existing student databases and current AYP processes and the creation of a process to generate a new AYP Growth Report.

6.1.1 Utilization of a Student Identification Number System

The State utilizes a student identification number system (SSID) that has been in place for five years and required for all students since the 2001- 02 school year.

6.1.2 State Capability of Keeping Track of Students

Schools and District are able to update the SSID record of a student that transfers between schools or districts as soon as the student enrolls. All students are required to have SSID numbers in order to participate in statewide assessment as well as to be claimed for state school funding by an LEA.

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6.1.3 Quality Assurance

The SSID system has built in edit checks and processes checks in addition to district discovery. First, as SSIDs are updated a multilevel check is performed to see if there are students who have similar or the same demographic attributes. A list is then presented back to the district users for selection of the right student. Second, a weekly report compares all students in the system to see if there are possible matches, which are then provided to districts for resolution. The majority of districts download their SSID records weekly from the SSID system to run against local Student Information Systems. Errors in this process are recorded if demographics do not match. Resolution of these incidents takes place through the ODE helpdesk. Finally, districts occasionally use a manual process to identify students who have more than one SSID number and the ODE helpdesk resolves those records. An overview of the data validation procedure can be found in *Appendix 13, SSID Validation Procedure*.

6.1.4 Matching Studies

As part of the implementation of the pilot growth model this spring, the state will conduct studies of the accuracy of student matching and tracking over time. A key issue that will be resolved in the planned studies is the resolution of the number of cases that remain unmatched after accounting for legitimate instances of drop-out, transfer, and mobility.

6.1.5 State Student Data System and Demographic Characteristics

Districts submit the required demographic information in each collection and the data is matched by SSID number to assessment records and other student-level data collections. Demographic information comes from the following student-level data sources:

- Ethnicity/race and gender - SSID Collection
- English Language Proficiency - English Language Proficiency Collection
- Economically Disadvantaged - Spring Student Membership Collection
- Disability Status - SSID Collection and the Spring Student Membership Collection. (The Department is likely to determine membership in the Special Education subgroup in 06-07 from a June Special Education Child Count).

6.1.6 Adjusting for Missing Data

No statistical adjustments for missing data will be used in the proposed system. Missing data will have less impact on the Oregon growth model than many other systems that attempt to track students over time due to two features of the proposed model. First, because the Oregon system allows for multiple testing occasions within a school year, there is a much smaller chance that a student will not be tested in a given year than in other state systems. Therefore it is much more likely in Oregon that we will have the multiple assessment occasions needed for the determination of growth. Second, because the Oregon model uses true growth modeling techniques, students do not need to have the same number of test scores and test scores can occur at different times for one student as compared to another. This allows all students with valid test scores to be included in the growth model and will reduce the amount of missing data in comparison to other systems and statistical methods.

6.2 State Data System Capacity for Implementing the Proposed Growth Model

6.2.1 State Data Warehouse Capacity

The Department of Education is beginning to develop state data warehouse capacity through a legislative appropriation of $1.5 million. The Department has hired a veteran business intelligence expert with 18 years of private sector experience to lead this project. Over the next 18 months, this additional capacity will provide the following key deliverables:

- Granular, integrated, accurate, standardized, and timely data regarding student performance and achievement both for individual and specific student subgroups.
- Data and tool standardization between districts and ODE in tracking students as they move through the educational system, including a two-day turnaround in transcript exchange between districts for transferring students.
- On-line access to students' information for all stakeholders through enterprise portal, with relevant access rights and security profiles.

6.2.2 State Experience in Analyzing Longitudinal Data on Student Performance

The primary consultant on this project has approximately 14 years of experience in analyzing longitudinal data on student achievement. The current advisory committee that has provided input to the Oregon proposal includes nationally known experts on the use of longitudinal growth models. In addition, a larger Technical Advisory Committee will be appointed for the longer term that includes other national experts on the use and application of growth modeling techniques. The Oregon Department of Education has been conducting, analyzing and reporting criterion referenced testing since the mid-1970's and has implemented assessments of academic content standards and performance standards for the past 10 years.

6.2.3 Adjusting for Decreasing Student Match Rates

The primary reason for decreasing match rates over years is the mobility and drop-out of students from the system. As mentioned above, we will conduct studies this spring to examine the congruence of state data files on drop-out with the matched student achievement files that will be used for the growth model. Students who transfer out of the state should legitimately be excluded from considerations of school effectiveness on student progress. It is our goal to account for all other students. Students enrolled in any Oregon schools that have one or more assessment scores will appear in the growth model reporting system.

Core Principle 7 Participation Rates and Additional Academic Indicator

7.1 Has the State Designed and Implemented a Statewide Accountability System that Incorporates the Rate of Participation as one of the Criteria?

7.1.1 Participation Rates Affect on Proposed Growth Model

Oregon's proposed AYP model keeps the approved calculation of status and safe harbor while adding student growth. Schools and Districts will continue to be accountable for meeting the state's participation target of 95% as under the current model.

All students that are included in the ongoing status-based AYP model will also be included in the proposed growth model and will contribute to estimation of the school average initial achievement (intercept). Any student that has two or more valid assessment scores will contribute to the estimation of the school growth estimate (slope).

7.1.2 Change of Participation Rate as a Result of Proposed Growth Model

The calculation of the State's participation rate does not change under the proposed model. The calculation of participation will continue to be based on all students enrolled on the first school day in May as described on page 14 of the AYP Policy and Technical Manual:

Participation rate is defined as the total number of tests administered to all students enrolled in the school on the first school day in May divided by the total number of students enrolled in core content classes on May 1.

7.2 Does the Proposed State Growth Accountability Model Incorporate the Additional Academic Indicator?

7.2.1 Additional Academic Indicator

Oregon's additional academic indicators are as follows:

Attendance for elementary and middle schools: The state's attendance target is 92.0%, equivalent to a student behavior rating of *satisfactory* on the current School and District Performance Report. The attendance rate = *Total student days present* divided by *(Total student days present + total student days absent).* The attendance rate is calculated from the Annual ADM Collection submitted by districts.

Graduation for schools with grade 12: The graduation target is 68.1% represents the historically Oregon statewide average of the percentage of 9th grade students receiving regular diplomas within four years. The graduation rate = *Number of students graduating with a regular diploma* divided by *(number of students graduating with a regular diploma + number of dropouts in grades 9 – 12).* Dropouts are determined from the Early Leavers Collection and graduates are obtained from the High School Completers Collection submitted by districts.

7.2.2 Academic Indicators Incorporation Into Accountability Determinations

As in the current model, schools and LEAs must meet the state target for the other academic indicator in order to meet AYP under the proposed model. Additionally, for a subgroup to meet AYP through either safe harbor or student growth, the subgroup must meet the state target for the other academic indicator.

IV. Questions to be Answered by the State

1. Uniform averaging

As described in the State's approved Accountability Workbook, Oregon uses two years of assessment results to calculate the academic status of a school or district and compares the percentage of students meeting

standard in the current year with the percentage meeting standard in the prior year to determine academic growth.

The proposed growth model will use all available cohorts in calculating school growth estimates. This procedure increases the sample size and number of assessment occasions considered and thereby results in greater reliability and validity of estimation of the school effect. The use of multiple cohorts in a given year results in a process similar to the effect intended from uniform averaging.

2. AYP formula issues

As described in the *Oregon's Approved Consolidated Workbook, Appendix 7,* the minimum group size for making a participation determination for a group is 40 test scores over two years in a given content area. The minimum group size for making a determination of academic status for a group is 42 test scores over two years in a given content area. The minimum group size will not change for these determinations under the proposed model.

For the growth model, a minimum group size of 21 test scores will be used. For determination of growth, this means that for a two-year gain estimation a minimum of 42 test scores are required.

As described in section 3.2 of the State's approved Accountability Workbook, Oregon employs a 99% confidence interval in the determination of whether a school or LEA met the state target in Reading/Language Arts or Mathematics.

For the growth model, we will apply a 99% confidence interval to school growth estimates. Schools whose confidence interval does not include the state standard for expected growth will be judged as not meeting Adequate Yearly Progress for growth.

3. Assessments

For any assessments that result in scores that are located on the same score scale we will include the student in the growth model. When the assessment is different and not comparable, changes in proficiency levels, in lieu of changes in scale scores, will be incorporated into the model. This procedure will be used only for those students whose performance is on an assessment which a scale score is not computed (i.e. Juried Assessments, CLARS, and Extended Assessments).

4. Higher-achieving students

All students contribute to the accountability system in several ways. First, individual student's progress will be tracked and reported to emphasize the learning progress of each and every individual. Every individual will have a growth target set each year. Second, the percentage of students meeting their growth targets will be calculated, monitored, and reported for each school. Students who are not meeting growth expectations will therefore be identified no matter what their level of proficiency. That includes higher achieving students, lower achieving students and all other students at every level of achievement. A third way that all students will contribute to the proposed growth model is through the use of school average growth

rates. Use of mean growth rates ensures that every student contributes to the summary of school performance. When percentages or percentiles are used, only selected groups of students contribute to the school summary score. To ensure that the school average growth rate does not mask or inappropriately represent performance in important subgroups of students, we will also calculate average growth for each disaggregated group.

5. Reporting

During the spring, ODE will conduct a series of workshops with stakeholders that will begin an ongoing process of professional development and communication in support of the new system. In addition we will begin the design of new reports and the revision of existing reporting systems to incorporate growth model results.

We will calculate growth and growth targets for each individual student in the system. Our eventual goal is to make sure that this information is available to students, parents, and teachers in support of student growth and development. Implementation of these plans will depend on system and budgetary changes that cannot yet be determined.

We will also provide school and district summary reports on growth. Again, the exact format and implementation timeline are undetermined and will depend on new budgets and other resources. The reports we envision for each school will include average growth, growth for each disaggregated subgroup, whether the growth target was met this year, the growth target for next year, and percentage of students in the school meeting their individual growth targets. This kind of report would also be aggregated to the district level. For a display of the growth model incorporation into *AYP reporting, see AYP Sample Report for 05-06, Appendix 14.*

Finally, the reader is directed to the following technical reports that were utilized for determining the Oregon Growth Model strategy as depicted in this proposal.

1. *Key Growth Policy Model Issues, 1-31-06, Appendix 15.*
2. *Alternative Growth Models, 1-30-06, Appendix, 16*